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DRAFT ENVIRONMENTAL IMPACT REPORT

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HOME OFFICE BUILDING

for

STATE COMPENSATION INSURANCE FUND

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SAN FRANCISCO CITY PLANNING COMMISSION

DRAFT ENVIRONMENTAL IMPACT REPORT

HOME OFFICE BUILDING  
for  
STATE COMPENSATION INSURANCE FUND

At Market and Ninth Streets  
in the block bounded by Market,  
Ninth, Mission and Eighth Streets

EE 74.71

15 November 1974

VOLUME 1 OF 2  
(REPORT)

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Home office building for  
State Compensation  
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### SUMMARY

This report describes the proposed new Home Office Building for the State Compensation Insurance Fund, an agency of the State of California. The building is intended to house 1500 office workers and to serve the agency's needs for office space in the San Francisco Bay Area at least through 1996.

The proposed building would be located at the corner of Market and Ninth Streets in San Francisco and would occupy approximately half of its essentially rectangular site. The site measures 275 feet along Market Street and 200 feet along Ninth Street. The building would rise to its full height of 17 stories (240 feet, the height limit in this area) from the Market and Ninth Street property lines; the other two sides would be set back from the interior property lines to provide a landscaped interior plaza and a diagonal pedestrian way from Market to Ninth Street, these sides would be set back still further as they rise in a series of elevated terraces intended to open the plaza and pedestrian way to the sky. The proposed building would include ground level retail shops and a second-floor cafeteria open to the public.

Negative effects upon the enviroment include the temporary construction impacts as well as permanent impacts upon the atmosphere, the long-term loss of open space, and the increased demands upon energy sources, utilities, transportation and parking facilities, fire and police protection, and other public and private services. All of these effects, as well as the measures intended to mitigate certain of them, are presented in greater detail in the report itself.

The proposed building complies with all requirements of the San Francisco Building Code and, with two exceptions, with the requirements of the San Francisco Planning Code. These two exceptions consist of (1) an excess of the area assigned to parking over that permitted by the Code and (2) a deviation from the Bulk Limits established by the Code; applications for Conditional Use based on these two deviations have been submitted to the City.



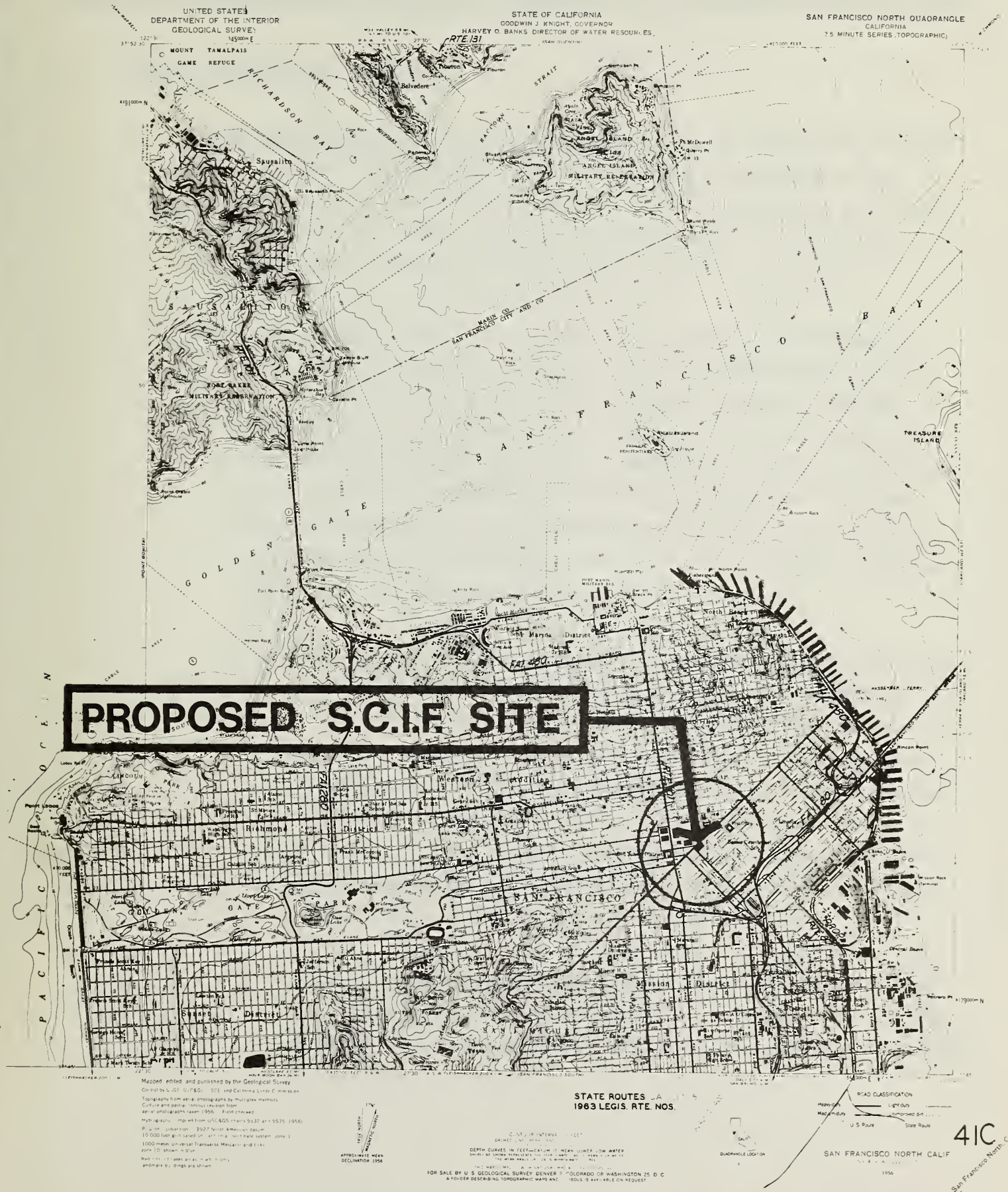
I. PROJECT DESCRIPTION

- A. Location and Boundaries: The site of the proposed project is located in the Civic Center area of San Francisco on the east corner of Ninth and Market Streets. The property consists of Lot No. 61, Assesor's Block No. 3701, and is bounded by Ninth Street, Market Street, Lots No. 59 and No. 60, the end of Laskie Street, and Lot No. 62. Lot No. 59 is occupied by the San Franciscan Hotel, which fronts on Market Street. Lot No. 60 is occupied by the Holiday Inn, which has its entrance on Eighth Street. Laskie Street gives direct access from the proposed project site to Mission Street, some 350 feet from the property line. Lot No. 62, which fronts on Ninth Street, together with Lot No. 61, the site of the proposed project, is currently in use as a public parking lot. Refer to Plates 1 and 4 for a graphic presentation of the location and boundaries of the site of the proposed project.
- B. Owner of the Proposed Project: The State Compensation Insurance Fund was created by the California State legislature in 1914 when private insurance companies refused to provide California employers with the newly required workmen's compensation insurance. Although commercial insurance companies are now in full competition with State Fund, it is still the leading underwriter of such insurance in the state. State Fund offers only workmen's compensation insurance which it sells and services directly through its own salaried employees; no independent insurance agents are involved. State Fund is fully self-sustaining; there are no stockholders and, after operating expenses have been paid, State Fund is required by law to return surplus underwriting profit and income from investment to its policyholders.
- C. Objectives Sought by the Proposed Project: The State Compensation Insurance Fund, an agency of the State of California, proposes to construct, in San Francisco, a new headquarters office building to house administrative services, some field services, and centralized processing operations.





# HOME OFFICE BUILDING, STATE COMPENSATION INSURANCE FUND - ENVIRONMENTAL IMPACT REPORT







I. PROJECT DESCRIPTION (Continued)

D. General Description of the Proposed Project: Where specific descriptions of the proposed building set forth in this report and shown on the plates associated herewith conflict with the descriptions of the project which appear in the soils, traffic, and other reports bound herewith as appendices, the descriptions in the basic report shall govern.

(1) Total concept: State Fund proposes to construct a building and related plaza which, while built to the 240 foot height limit for the area (17 stories), would contain little more than half the maximum floor area allowable by the Planning Code and would cover only about half of the land area. The building would be positioned so as visually to define and strengthen the corner of Ninth and Market Streets and to avoid the permanent easements held by PG&E as well as the 20 foot easement for light, air, ingress, and egress held by the adjacent San Franciscan Hotel.

(a) The site plan for the proposed building shows a large interior plaza open to the public and affording diagonal pedestrian access from Market Street to Ninth Street and thus to Mission Street and the Muni service available there. The plaza also offers light, air, and the view of pedestrian movement to the neighboring San Franciscan Hotel. The form of the building recognizes, in its ground plan, the diagonal pattern of pedestrian movement and is set back as it rises in order to permit a sunny exposure for the interior plaza.

(b) The proposed building, which would occupy about 30,000 square feet of the approximately 60,000 square foot site, is intended to house a daytime population of 1500 people and a small fraction of that number at night.



I. PROJECT DESCRIPTION (Continued)

- D. (1) (c) The proposed site is located within a C-3-G (Downtown General Commercial) District. The building, if constructed, would comply with all requirements of the San Francisco City Planning Code (with exceptions noted below) and Urban Design Guidelines, the San Francisco Building, Plumbing, and Electrical Codes, and the CAL-OSHA requirements as set forth by the State of California, Department of Industrial Relations, Division of Industrial Safety in their General Industry Safety Orders, Window Cleaning Safety Orders, and others as applicable, as well as all other applicable rules and regulations, whether Federal, State, or City. The exceptions to this general compliance concern the number of parking spaces the State Fund proposes to provide and the deviation from the Bulk limits governing horizontal dimensions of the building, discussed on pages 13, 16, 17, 18, and 20 of this report.
- (2) Landscaping: Planting for the proposed inner court would be coordinated with the street planting planned by the City for Market Street. The brick paving and planting included in the City's redevelopment of Market Street would be carried around the corner and down Ninth Street as a part of the project site development. The design envisions the reduction of large open spaces to sizes more appropriate for human use by the use of scaled planting and paved areas and the disposition of benches and similar features.
- (3) Building form: The principal factors which have influenced the form of the proposed building include the City's, State Fund's and Architect's desires to visually define the corner of Market and Ninth Streets, to encourage public use of the plaza and the alternate routes between Market, Ninth, and Mission Streets, to make the plaza as sunny and pleasant as possible, to relate to major nearby buildings, and to provide access to the building from every direction.

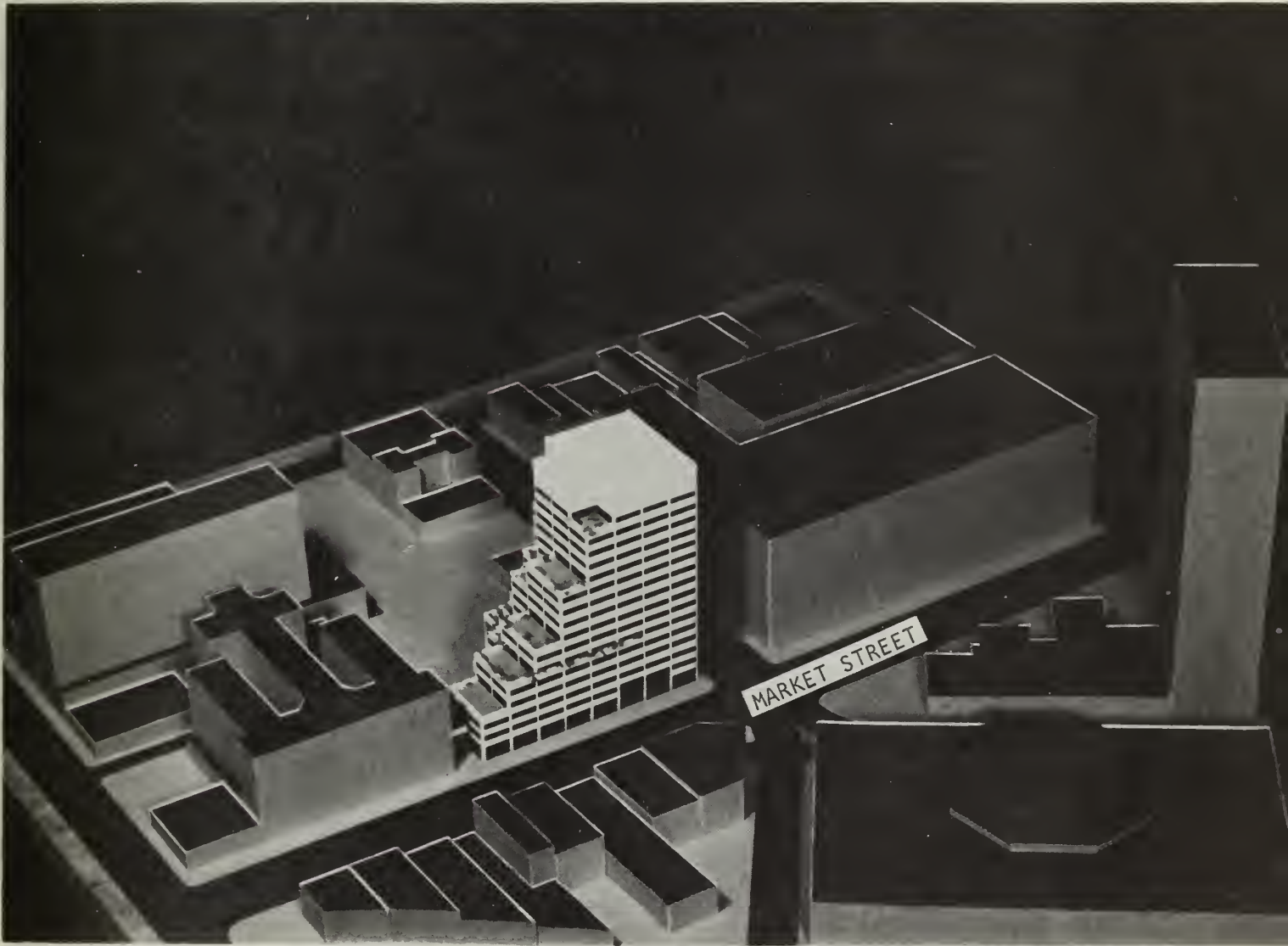




I. PROJECT DESCRIPTION (Continued)

- D. (3) (a) The first floor of the proposed building would be at grade; pedestrian access would be afforded from all sides. Vehicular access to parking levels and truck dock would be from Ninth Street on which all traffic moves toward Market Street.
- (b) At ground level, the proposed building would extend from the corner of Market and Ninth Streets for 240 feet along Market Street and 150 feet along Ninth Street. Set-backs and open terraces would occur on the east side of the building at the 4th, 6th, 8th, 10th, 12th, and 16th floors, the building would extend from a point directly above the corner of Market and Ninth Streets for 90 feet along Market Street and 120 feet along Ninth Street. Beyond the 90 foot dimension along Market Street, there would be a 30-foot-square terrace at the 16th floor; behind that, the east-west dimension of the building at the 16th and 17th floors would become 120 feet. Refer to Plates 2 and 3 for pictures of a model of the proposed building showing set-backs.
- (c) If built, the proposed design would result in a deviation from that provision of the City's Bulk Limits which requires that portion of a building which exceeds 100 feet in height to have a length not exceeding 170 feet and a diagonal dimension not exceeding 200 feet. This deviation, which is restricted to the upper part of the 7th floor, would come about because the 7th floor, beginning below the 100 foot level, would have a length of 180 feet and a diagonal of 220 feet and these dimensions would extend up to 104 feet above grade. The upper four feet of the floor would, therefore, deviate from the Bulk Limit code requirement. This deviation results





PROPOSED BUILDING - PHOTOGRAPH OF MODEL

**Plate 2**







PROPOSED BUILDING - PHOTOGRAPH OF MODEL

**Plate 3**



I. PROJECT DESCRIPTION (Continued)

D. (3) (c) from various design considerations including the need to relate the proposed new building to the cornice heights of adjacent structures as recommended in the City's Urban Design guidelines. State Fund has filed a Conditional Use application covering this condition.

- (4) Building construction: Type 1 construction throughout is planned for the proposed building. This includes a structural steel frame with a cellular metal deck, both completely fireproofed, with reinforced concrete foundation walls and lower floors. Exterior materials would be light in color with limited glass area designed to suit the general character of buildings in San Francisco and to conserve the energy required for heating and cooling.
- (5) Office space: Approximately 350,000 square feet of office space would occupy most of the upper floors of the building. The upper "tower" floors would be supported at the perimeter of the building and at the central core, which contains stairs, elevators, and toilets, thus providing a clear span between perimeter and core to permit varying office arrangements. An underfloor electrical duct system would provide power, telephone, and intercommunications system connections at all points. If the project is built, State Fund plans initially to occupy approximately half of the office space and to lease the other half, with preference given to other State government agencies. Ultimately, State Fund expects to occupy the entire building.
- (6) Commercial space: Approximately 10,000 square feet of commercial space is planned for inclusion on the ground (first) floor of the proposed building. It is envisioned that this space would be occupied by medium to high quality retail shops.





I. PROJECT DESCRIPTION (Continued)

D. (7) Kitchen/cafeteria: A cafeteria with its own kitchen is planned for the building. It would occupy a total area of about 7,500 square feet on the second floor, would be operated by a concessionaire specializing in higher quality operations of this kind, and would, at lunch, serve a total of about 510 people in three shifts. The cafeteria would be open to the public.

(8) Parking: Plans for the proposed building include parking space accommodating 175 vehicles on three basement levels.\* Up to 111 vehicles are permitted by the City Planning Code in a building of this size.\*\* If the building were to be increased in size to 730,000 square feet, a conservative estimate of the maximum allowable gross building area for the site, the Code would permit up to 197 parking spaces.

(a) State Fund has filed a Conditional Use application covering the deviation from the Code represented by the 175-vehicle, three-level parking facilities shown on the current drawings for the proposed building.

(b) The San Francisco office of the State Compensation Insurance Fund maintains, at present, a fleet of 94 vehicles for use in the field by its employees. By 1976, there will be 136 such vehicles and when the office reaches its ultimate projected

\* A total of 47,250 square feet at 270 square feet per vehicle.

\*\* The San Francisco City Planning Code permits parking for such a use in this district as an accessory use, occupying up to a maximum of 7 percent of the gross floor area of the building, with certain exclusions (a total of 26,800 square feet for the proposed building), and as a conditional use in excess of such amount. Assuming a stall width of 8 feet (the minimum permitted by the San Francisco Building Department) and an aisle width of 22 feet (a conservative minimum for 90 degree parking of this width, half assigned to each row of stalls) the City Planning Code would permit one vehicle for each 242 square feet of parking space.  $(26,800 \div 242 = 111)$ .



I. PROJECT DESCRIPTION (Continued)

- D. (8) (b) size, the size on which the design of its proposed new headquarters building is based, this fleet will have grown to a minimum of 150 vehicles. Since the State laws under which State Fund operates forbid the regular garaging of such vehicles at employees' homes, State Fund desires to provide sufficient garage space to accommodate them within the building. The balance of the projected parking, a maximum of 25 spaces, would, when the building is fully occupied by State Fund offices, provide limited parking for claimants and business visitors to State Fund offices, for State Fund employees, and for tenants of the commercial space planned for the ground floor of the building.
- (c) The site, in its present use as a parking lot, accommodates approximately 180 vehicles. The 175 parking spaces planned would, therefore, result in an immediate decrease of 5 spaces in the City's present supply.
- (d) No parking beyond that provided within the proposed building is planned for the site. Access to and from basement parking levels would be from Ninth Street.
- (9) Service: Plans for the proposed building include a two-place truck dock combined with the vehicular access to the basement parking levels off Ninth Street where the traffic runs one way, toward Market Street. All deliveries and pick-ups made by truck or other service vehicles would be from this point. This includes mail; office supplies, solid waste, food deliveries to the kitchen/cafeteria, merchandise to the retail stores which occupy the





I. PROJECT DESCRIPTION (Continued)

D. (9) ground floor, maintenance supplies, and the like. There would be some storage space on the basement levels and elsewhere in the building and facilities for building maintenance would be provided throughout the building.

(10) Mechanical and electrical systems: The proposed building would be provided with a full air conditioning system including heating, cooling, and mechanical ventilation of all spaces except garage and other spaces at basement level which would be provided with mechanical ventilation only. All normal utilities including gas, water, electric power, telephone, and City sewers would be required by the proposed building and its population and would be connected through underground ducts, piping, vaults, and the like.

(11) Fire protection: The proposed building would be of Type 1 fire-proof construction and would comply with the 1973 Life Safety Program for High Rise Buildings of the San Francisco Building Code.

(12) Project statistics:

Land Area (including easements)	=	59,300 square feet *
<hr/>		
Easements: PG&E (35 x 219)	=	7,665 square feet *
San Franciscan Hotel (20 x 275)	=	5,500 square feet
<hr/>		
Gross Floor Areas: Office Space	=	305,000 square feet
Kitchen/Cafeteria	=	7,500 square feet
Commercial Space	=	10,000 square feet
Garage	=	64,000 square feet **
Parking Ramps, etc.	=	9,000 square feet
Basement Storage	=	34,000 square feet
Mechanical Space	=	29,000 square feet

(Continued)



I. PROJECT DESCRIPTION (continued)D. (12) Project statistics (continued)

Gross Floor Areas: Actual Total	= 458,500 square feet
Allowable (Estimated)	= 730,000 square feet

---

Other Building Dimensions and Floor Areas:

Extreme height above grade	= 240 feet ****
Extreme length (along Market Street)	= 240 feet ***
Extreme width (along Ninth Street)	= 150 feet ***
Enclosed floor area at ground level	= 24,000 square feet
Enclosed floor area at second floor	= 29,500 square feet
Enclosed floor area at 17th floor	= 13,000 square feet

---

Land in Open Space = 59% (based on ground level area enclosed) \*

47% (based on area covered by overhangs) \*

---

City Revenue (Property Tax) if building is built: \$708,500/year \*

(Based on current tax rate and estimated value of \$23,000,000.)

City Revenue (Property Tax) if building is not built: \$55,500/year \*

(Based on actual current taxes for the property.)

---

Population: Day = 1,500. Night = 30. Total = 1,530 persons.

---

\* State Fund has asked Tax Assessor to revise boundary between Lots 61 and 62 as shown in Plate 4. These statistics are based on revised boundary.

\*\* Maximum parking area permitted by City Planning Code for a building of this size is 26,800 square feet. State Fund has filed a Conditional Use application covering the additional parking they wish to construct.

\*\*\* The Bulk Limits established by the City provide that buildings shall not exceed 170 feet in length and 200 feet in diagonal dimension at heights exceeding 100 feet above grade. The proposed design exceeds these limits between the heights of 100 and 104 feet above grade. State Fund has filed a Conditional Use application covering this condition.

\*\*\*\* The maximum allowable height permitted by the City Planning Code is 240 feet plus 4 feet for parapets and 16 feet for penthouses. The proposed building would have 3'-6" parapets and a 16 foot high penthouse.





I. PROJECT DESCRIPTION (Continued)

- E. Proposed Scheduling: State Fund proposes to build their new headquarters building in San Francisco all at one time. The only phasing of construction under consideration is that involved in the so-called 'fast track' approach where contracts for excavation and concrete foundations, structural steel and metal decking, and such elements as elevators and chillers which might otherwise hold up construction by reason of their long lead times are awarded and construction begun while the design of interior spaces, the architectural detailing, and the completion of detailed designs for mechanical and electrical systems is still proceeding. If the project were to proceed as scheduled, excavation for foundations would proceed in the fall of 1974, and construction would be complete in the fall of 1976.

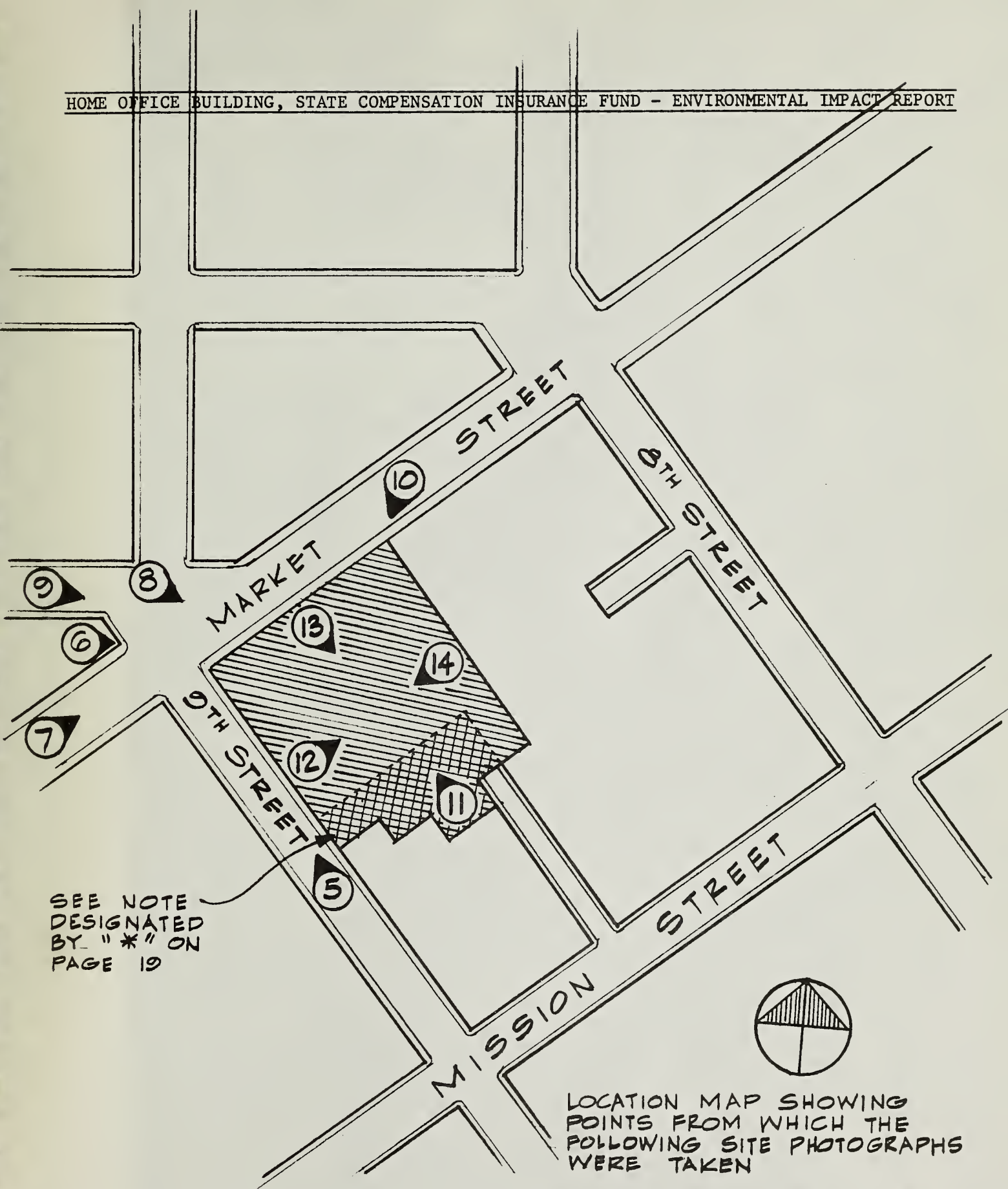
II. ENVIRONMENTAL SETTING

A. Project Site (as it exists)

- (1) Existing use and topography: The site of the proposed project is an asphalt-paved, chain-link-fenced parking lot which supports several large electric-lighted signs and billboards and a number of pole-mounted floodlights. The paved surface is nearly flat, sloping only as necessary to follow the slight changes in level along Market and Ninth Streets and the adjacent properties.
- (2) Preliminary soil investigations (see Appendix A) indicate that the seismic hazards which would threaten the proposed construction are those normal in the San Francisco area and that the proposed construction would have little, if any, effect on the stability of the underlying soils, the erosion potential and surface permeability of the site, and on the present quality and quantity of surface, ground, bay, and ocean water. Each of these subjects is covered in greater detail under appropriate headings on pages 36 and 37 of this report.







LOCATION MAP SHOWING  
POINTS FROM WHICH THE  
FOLLOWING SITE PHOTOGRAPHS  
WERE TAKEN

**S.C.I.F. SITE**

**Plate 4**







Plate 5







**Plate 6**







**Plate 7**







Plate 8







Plate 9







Plate 10

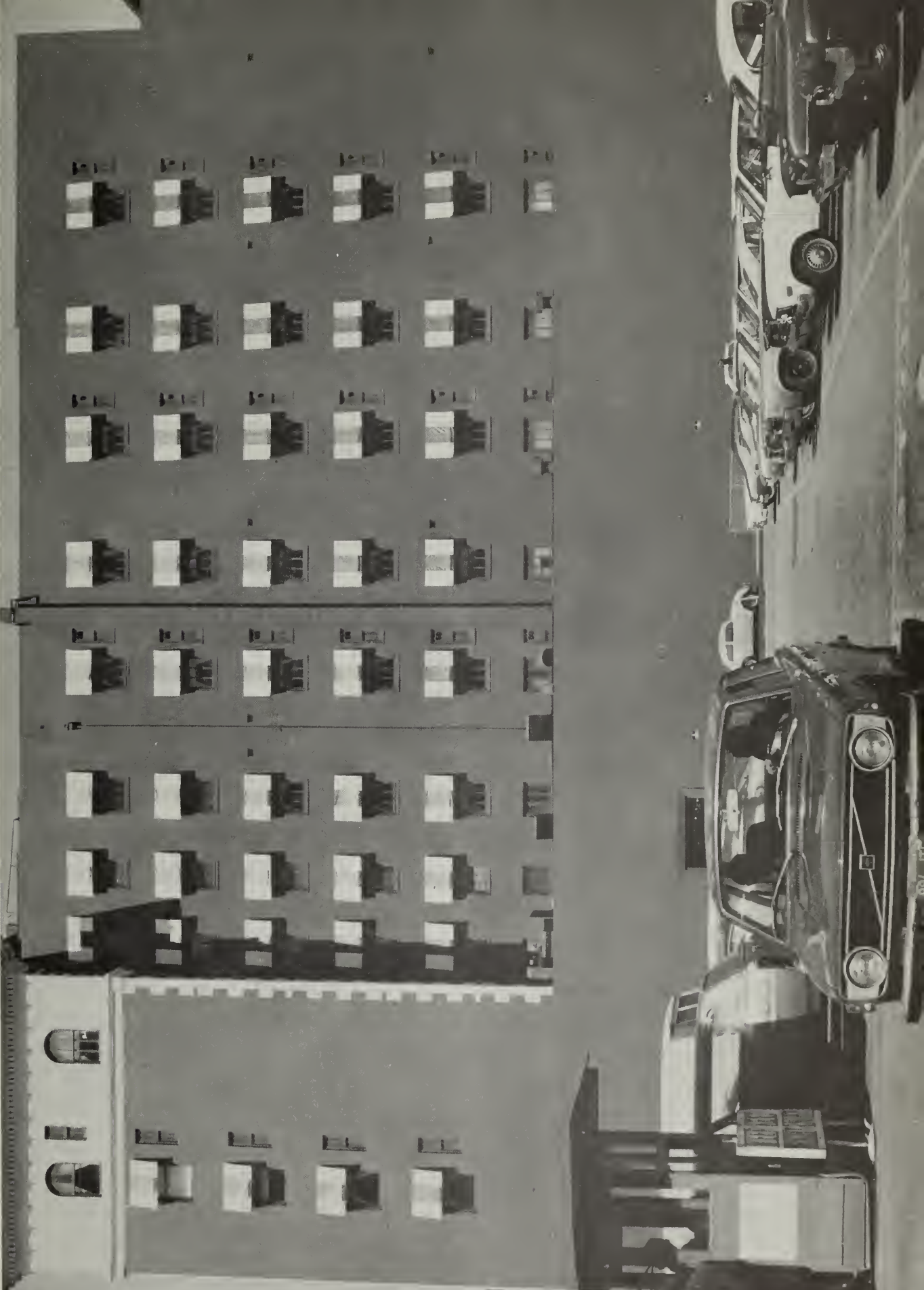






Plate 11

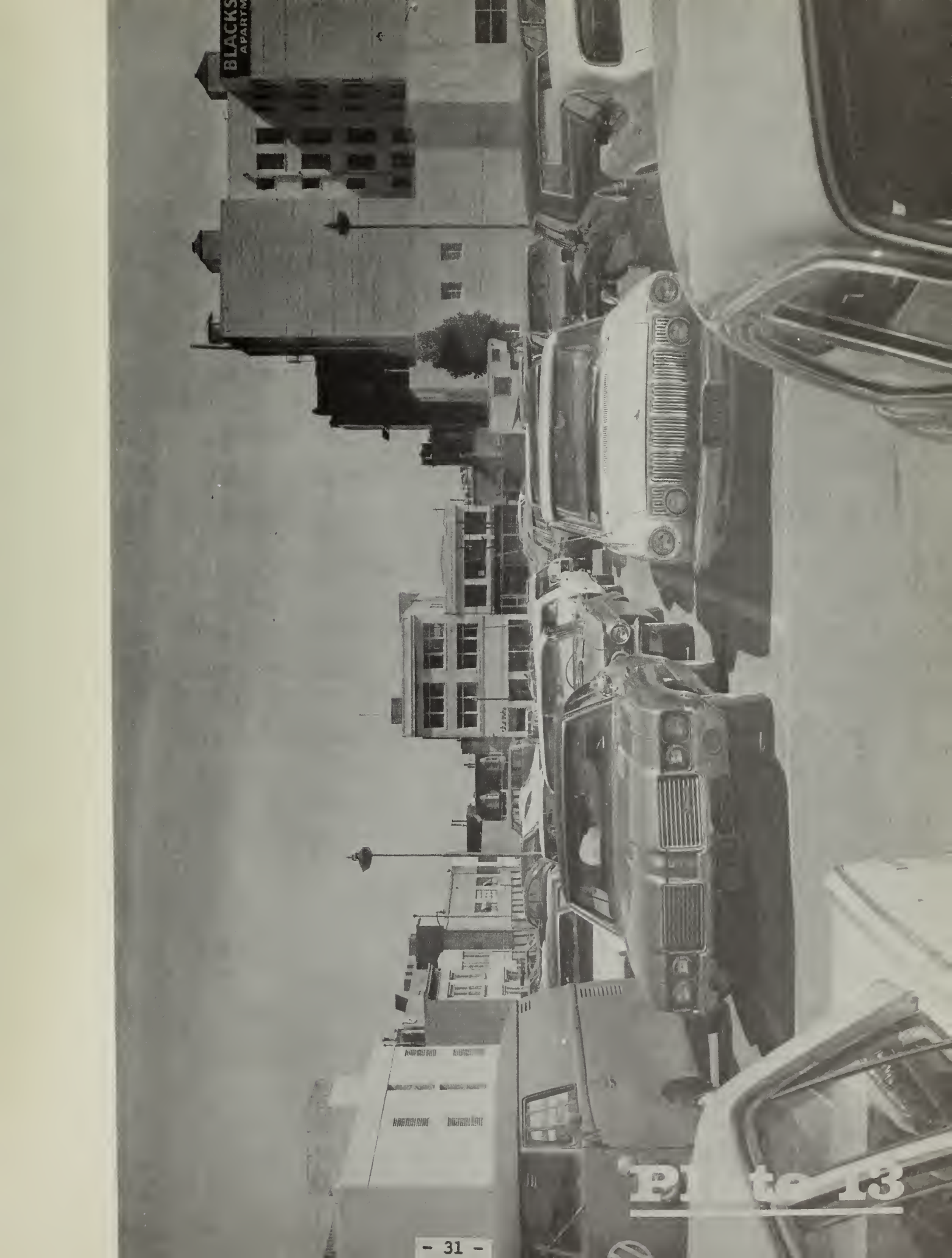




**Plate 12**





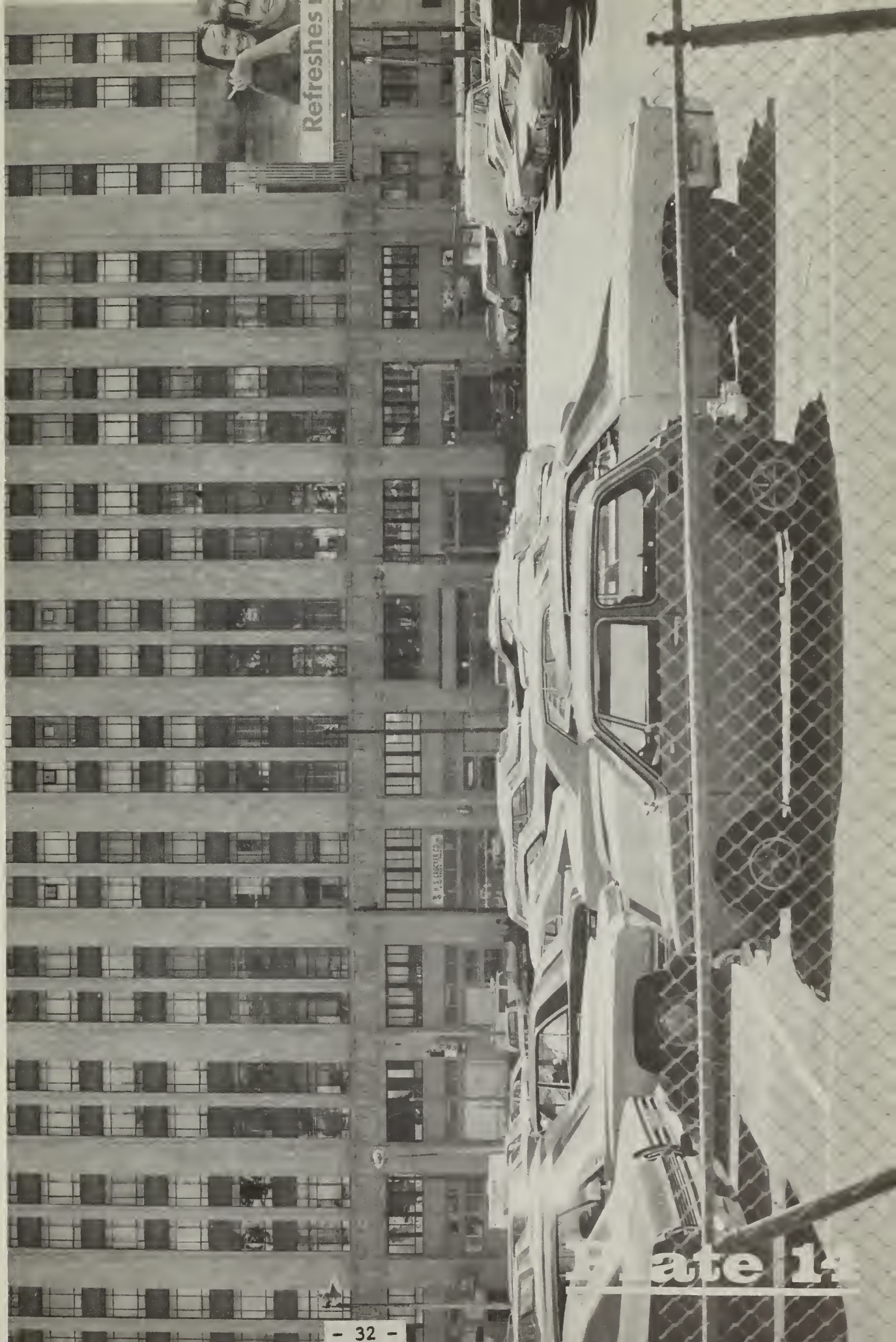


BLACKS  
APARTMENT

Pt 13







Refreshes

Plate 14





II. ENVIRONMENTAL SETTING (Continued)

- A. (3) Plants and animals: Beyond a few weeds and associated fauna in the cracks of the parking lot paving there is no plant life and no apparent evidence of animal life existing on the site. It is unlikely that any of the plants or animals belong to endangered species.
- (4) Archaeological, historical, and scenic values: A professional archaeologist, Stephen Dietz of Archaeological Consulting and Research Services (ACRS), has made an historical and archaeological evaluation of the site drawn from various Bay Area sources and his Report of Archaeological Reconnaissance is bound herewith as Appendix G. The site, in its present state, appears to have no historical or scenic value worth preserving and there seems to be little possibility of encountering remains of archaeological or historical value during excavation and grading. However, if construction of the building goes ahead, ACRS will be retained to make a visual inspection of the area for indications of archaeological resources after the existing asphaltic paving and historic fill, which varies from 9 to 20 feet in depth, has been stripped from the site and to recommend procedures to be followed during subsequent excavation. If artifacts of possible archaeological interest are uncovered during excavation or grading, construction operations will be stopped until the material has been professionally evaluated and, if found significant, will proceed only under archaeological supervision.
- (5) Legal constraints:
- (a) The City Planning Code and Zoning Map indicate the site as within a C-3-G (Downtown Commercial) Use District and within a 240-H Height and Bulk District.

ORIGINAL ARTICLES

THE EFFECT OF VITAMIN DEFICIENCY ON THE  
GROWTH OF THE RAT

W. H. HALL, JR.  
AND  
J. H. HALL

THE EFFECT OF VITAMIN DEFICIENCY ON THE  
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AND  
J. H. HALL



II. ENVIRONMENTAL SETTING (Continued)

- A. (5) (b) The Use District permits all of the uses contemplated for the proposed building. For a discussion of the amount by which the number of parking spaces proposed exceeds the number permitted under the Code, see pages 17 and 18 of this report.
- (c) The Height and Bulk District permits a building 240 feet high and requires that the portion of the building exceeding 100 feet in height have a length not exceeding 170 feet and a diagonal dimension not exceeding 200 feet. The proposed building would be exactly 240 feet high. For a discussion of the amount by which the proposed building would exceed the limits noted above for length and diagonal dimensions, see pages 13 and 16 of this report.
- B. Surrounding Properties: The land which fronts on the streets (Mission, Market, Eighth, and Ninth) which define the block in which the site for the proposed building is located supports a wide variety of uses and a similarly wide variety of buildings. There are nine or ten office buildings which range from large and new, or relatively so, to small and old; two branch banks are included. There are also nine or ten hotels, motels, and apartment buildings and a couple of single family houses; these also range from reasonably large to quite small and from nearly new to old and out of repair. Many small businesses and shops can be found here; some occupy ground floor locations in large buildings but most are in small buildings, mostly old and often in poor condition. There are a small number of restaurants and bars, some of which are located in hotels and other larger buildings. Unity Temple occupies a small building on Ninth Street near the proposed building site and there is a massive PG&E sub-station on the diagonally opposite corner of the block. Most of the land not actually built upon is used for parking but there are a few small building lots, vacant and unused.



II. ENVIRONMENTAL SETTING (Continued)

- B. (1) Area in transition: There is a broad gap between the large, relatively new buildings like Fox Plaza and the Western Merchandise Mart\* on Market and Ninth Streets, and the old hotels and small shops and businesses along Mission and Ninth Streets. The whole area is in transition; the scale of development and intensity of land use is changing; the smaller, older buildings are disappearing; maintenance of those which remain is deteriorating as the potential value of the land rises.
- (2) Plants and animals as well as cultural, historical, and scenic aspects of the area are much the same as those described elsewhere herein for the building site itself.
- (3) Population: Of the people who stay overnight in the area most are tourists, some transients; there are a few older apartment hotels where people live by the week or month and a number of more expensive apartments in the Fox Plaza building; the only evidence of any specific ethnic group is the Hotel on Ninth Street which appears to cater to younger Filipinos.
- (4) Other new projects: None are being planned, as far as is known, for the area described here although a building for the Bank of America is currently being designed for the block bounded by Tenth and Eleventh, Market Street, and Mission Street.

\* A large new addition to the Merchandise Mart is under construction at its rear along Jessie Street. A more detailed description of the larger buildings in the area will be found on page 41 of this report.





II. ENVIRONMENTAL SETTING (Continued)

C. Regional Setting and Transportation

- (1) The site of the proposed building is located in the northeast quadrant of the City and County of San Francisco and specifically in the Civic Center area. San Francisco County, in turn, lies in the approximate center of the nine counties (Santa Clara, San Mateo, San Francisco, Marin, Sonoma, Napa, Solano, Contra Costa, and Alameda) that make up the San Francisco Bay Area.
- (2) Automobile access to San Francisco is provided from all directions. Convenient parking spaces, however, are few and expensive.
- (3) Public transportation makes San Francisco easy to reach from all the surrounding areas. Most services bring their passengers to within easy walking distance of the site; all others permit easy transfer to public transport serving the site directly.

III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION

A. Seismic Hazard:

- (1) Primary effect on project: The seismic response and stability of the underlying soils at the building site would not be affected to any appreciable degree, if at all, by the proposed structure since its weight would be nearly equal to that of the soil which would be excavated during construction. No active shear zones are known to exist in the vicinity of the project site and thus no special seismic hazards are known to threaten the proposed building. However, the San Andreas and Hayward fault systems pass within about seven



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- A. (1) and twelve miles of the site, respectively, and the structure would, of course, be subject to the normal seismic hazards which threaten all construction in the San Francisco area.
- (a) Seismic Element Maps for the areas of concern have been checked by the Soil Engineers and special design studies made by independent specialists in soil dynamics and earthquake engineering ( Professor Harry B. Seed, University of California, Berkeley, Edgar Becker, Ph.D., and Robert T. Wong, Ph.D.). The resulting structural design for the proposed building would, according to the Structural Engineers, prevent structural damage in any earthquake on the San Andreas fault up to magnitude 8.3, which is equivalent to the San Francisco earthquake of 1906. Copies of letters from the Structural Engineers and the soil dynamics specialists outlining the procedures followed as well as copies of the design response spectra developed are available for review upon request.
- (2) Secondary effect on environmental setting: Since the soil which would be excavated during construction would compensate for the weight of the proposed building, its construction would not alter the existing long-term stability of the soil, either at the site or in the surrounding area. (See Appendix A).
- B. Land: There are no undeveloped natural areas on or near the site. Although the site, now a parking lot, is open space of a kind, in the sense of no building bulk, it presents no scenic or recreational aspects, and the landscaped portion of the proposed development, though smaller than the parking lot, would be designed for optimum human, rather than vehicular, use. Landsliding is not a possibility on this substantially level site.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

C. Water:

- (1) Drainage and runoff: The site, as a parking lot, is completely paved. Considering both the site and the surrounding streets and sidewalks, the only overall changes in drainage and runoff would be those caused by the tendency of future rains to soak into the proposed planted areas.
- (2) Groundwater beneath the site apparently flows from higher elevations, is fresh, and is not influenced by tidal fluctuations. The proposed project, including landscaping and associated irrigation, would have little or no effect on groundwater either within the site or the general vicinity. There would be little probability of contamination of the local groundwater except as might be caused by breaks in utility lines. Since the lowest level of the proposed building extends only ten feet below the present groundwater level and since this upper stratum of water-bearing soil extends to a depth of approximately fifty feet below this point, the effect upon groundwater flow of interference by the proposed building would be minimal. If the proposed project is built, it will be necessary to lower the existing groundwater level in the area by pumping; such dewatering would continue only during excavation and construction of the lower basement levels and no long-term detrimental effects are anticipated.

D. Air Quality (in terms of gases, chemicals, smoke, dust, or particulate matter, clarity, and odor):

- (1) Exhaust from heating plant: The proposed building would be heated by gas-fired boilers for which the maximum firing rate



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- D. (1) is 14,648 cubic feet of natural gas per hour. At this maximum rate, it is anticipated that nitrogen oxide would be released to the atmosphere at the maximum rate of 0.078 lbs. per hour; there would be no release of either sulfur dioxide or particulate material. The rates cited here are maximum rates; for estimates of the actual rates and of their daily, weekly, and seasonal variations, see page 45 of this report.
- (2) Effect on vehicular traffic: According to the Transportation Impact Report (Appendix B), the proposed project, if built, is expected slightly to reduce peak hour traffic levels on adjacent streets. This reduction, however, is minor and statistically insignificant. Peak hour carbon monoxide levels along the Ninth Street curb would remain in their present category of Significant Air Pollution as established in the Bay Area Air Pollution Control District's Guidelines while levels along Market Street would be expected to remain well within the Clean Air category limits.
- (3) Construction operations connected with the proposed building would result in certain temporary reductions of air quality in the vicinity of the building site. For a description of these and of the measures intended to minimize their effect, see page 57 of this report.
- E. Climate:
- (1) Temperature, shadow, and wind: The changes that the proposed building would make in shadow patterns and in wind directions and velocities have been studied together with their daily and seasonal variations and the concurrent variations in air temperatures.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

E. (1) All of these have been considered together to determine the varying degrees of comfort and discomfort which would be experienced in daytime during the year by people standing or walking around the proposed building and plaza and on the terraces at all levels. The results can be seen in the Wind Tunnel Study and Comfort Analysis and the Sun-Shadow Study bound herein as Appendices C and D. According to these studies, it appears that the proposed building would generally decrease wind speeds now found on the site at ground level, would not increase the magnitude and extent of the areas of high wind actually found on the site at present, and would provide the general public with areas of shelter from these high winds, not now available on the site. The relatively high wind speeds measured during the studies on the bridge between the proposed building and the San Franciscan Hotel suggest that some form of protection from the wind may be needed for pedestrians using this bridge; since it seems unlikely, at this point, that this building element will be used as a bridge but that it will become instead only a covered entrance to the inner plaza, design studies concerning the form of protection required will be deferred until its use as a bridge actually becomes an active possibility again. The comfort analysis shows that the proposed building should not have any major adverse effects on pedestrian convenience or comfort and that even during summer, the least comfortable season in areas as windy as the site of the proposed building, the plaza east of the building would be comfortable about 75 percent of the time.

(2) Moisture and precipitation: The proposed planting would tend to introduce moisture and its cooling effect to the plaza on hot days in the dry season and the proposed building, with its shops, entrances, and overhangs, would offer protection to pedestrians





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- E. (2) caught in a sudden rainstorm. The proposed project would, otherwise, have no measurable effect upon the pattern or amount of moisture or precipitation in the area.
- F. Plant and Animal Life: The site of the proposed building is, at the present time, an asphalt-paved parking lot. A few weeds grow in cracks in the paving and other neglected places where automobile traffic cannot reach them. There are undoubtedly insects that make the place their home and birds occasionally perch on the signs and lights and wires but none appear to nest on the site. It is unlikely that any of the plant species or plant communities are rare or endangered species. The habitat itself, the asphalt-paved parking lot, is certainly neither a rare nor an endangered type. The proposed landscaped plaza and pedestrian ways, would be a more hospitable habitat for plants, birds, and insects as well as for people than the present parking lot.
- G. Land Use:
- (1) Pattern, scale and character (including height, bulk, front setback, architectural compatibility, open space): The dominant existing pattern, scale, and character of the general area surrounding the proposed building is set, for larger buildings, by the bulky, 11-story Western Merchandise Mart on the opposite corner of Ninth and Market Streets, the 29-story slab of Fox Plaza and the heavy 4-story mass of the Civic Auditorium diagonally across Market Street to the west, the 8-story San Franciscan Hotel immediately next door, and, to a lesser extent, the 13-story Holiday Inn which fronts on Eighth Street. The design of the proposed building is intended, while maintaining its own character, to recognize important design elements of these other structures, to pick up



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

G. (1) cornice heights, to maintain zero-setback lines, to define and strengthen the corner of Market and Ninth Streets. Architectural compatibility with neighboring buildings and with San Francisco's buildings in general would also be sought through the spacing and proportioning of windows as well as the choice of exterior materials and the handling of the more important architectural elements. While more open space is planned for this project than is provided for other large buildings in this area, it is not considered inconsistent or inappropriate.

(2) Compatibility of environment with project: The area is considered an appropriate one for an office building. The smaller, older buildings in the area, notably the block-long row of two- to five-story buildings directly across Market Street from the site of the proposed building, are approaching the end of their economic lives and will probably make way, sooner or later, for development more nearly in scale and character with the larger buildings which already dominate the area.

H. Population:

(1) Displacement and relocation: No one lives or works in buildings on the site at present and there would thus be no displacement of population and no need for relocation.

(2) Density and overcrowding: The average ratio of 200 square feet of usable office floor space to each employee who would be assigned to the proposed building compares favorably with the 100 square feet per person cited in Table 33-A of the San Francisco Building Code for use in determining occupant load for fire exit purposes.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

H. (2) The proposed building would have its own kitchen/cafeteria which would be available to the general public as well as to occupants of the building itself; this would undoubtedly help to ease the additional load which would be imposed by the occupants of the proposed new building on existing local restaurants. According to the Transportation Impact Report (Appendix B), substantial sidewalk space would be available for pedestrian movement on both Ninth and Market Streets as well as diagonally between these two streets through the plaza behind the proposed building.

I. Services:

- (1) Recreational facilities: Civic Center facilities such as the San Francisco Museum of Art, the San Francisco Public Library, Brooks Hall, the Civic Auditorium, and the Society of California Pioneers would undoubtedly welcome visitors from the proposed building.
- (2) Health and educational facilities: The nearest hospital, Central Emergency, is located at 50 Ivy Street, just beyond Brooks Hall. Most medical problems involving State Fund's own personnel, however, would be referred to private physicians or to State Fund's own medical officer, a physician. It is not anticipated that use by State Fund personnel (most of whom are already working in the Civic Center area) would make unreasonable demands upon educational facilities in that area.



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- I. (3) Police and fire protection: San Francisco's Police and Fire Departments have officially stated that the proposed project would not create problems requiring unusual measures or special treatment by them. Copies of their letters\* and of the Police Department's Environmental Impact Evaluation by Officer Robert Bernardini dated March, 1974, are available for review upon request.
- (4) Liquid and solid waste disposal: San Francisco's Department of Public Works and the Golden Gate Disposal Company have stated that their equipment and installations are adequate to handle the loads expected from the proposed building. Copies of their letters \*\* are available for review upon request. Also see pages 54 and 55 of this report.

J. Utilities:

- (1) Water, gas and electric systems: The Pacific Gas and Electric Company and the San Francisco Water Department have stated that present systems are adequate to serve the proposed building. PG&E further stated that steam distribution facilities were not available at the project location, a fact that influenced the choice of gas-fired heating boilers for the proposed building. Copies of their letters\*\*\* are available for review upon request.

\* S.F. Police Department letter PR-396 by George Sully, Captain, dated March 21, 1974 and S.F. Fire Department letter RG/sr by Rene A. Gautier, Chief, dated January 24, 1974.

\*\* S.F. Department of Public Works letter 1.2.2 by Robert C. Levy, City Engineer dated February 28, 1974 and Golden Gate Disposal Company letter MCC:pkb by Manuel C. Conte, Vice President, dated January 28, 1974.

\*\*\* PG&E letter RNP:nn by R.N. Podesta, Industrial Power Engineer, dated January 22, 1974, and S.F. Water Department, City Distribution Division letter by J.E. Kenck, Assistant Manager, dated January 15, 1974.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

J. (2) Water, gas, and electricity consumption:

- (a) Estimated water consumption rate: 45,000 gallons per average working day (30 gallons per day for each of approximately 1,500 occupants) plus up to a maximum of 20,000 additional gallons per day (during the cooling season only) for cooling tower make-up water based on 1-1/2 percent of the rated flow through the tower. Note that these rates would be substantially less on weekends and holidays.
- (b) Estimated gas consumption rate: 14,600,000 BTU's (14,600 cubic feet) per hour maximum; 11,000 BTU's (11,000 cubic feet) per hour average on working days under peak winter design conditions; 26 BTU's per hour per square foot of interior floor space average on working days under peak winter design conditions; note that rates will be substantially less than the averages cited here on weekends and holidays and in warmer weather. Daily and annual load distribution curves showing the proposed project's anticipated consumption of natural gas are bound herein as Appendix E.
- (c) Estimated electrical consumption rate: 39,500 kilowatt-hours per average working day and 4,800 kilowatt-hours on Saturdays, Sundays, and holidays or an average, overall monthly rate of 873,000 kilowatt-hours (1.95 kilowatt-hours per month per square foot of interior floor space) to cover all of the proposed building's anticipated electrical needs. The anticipated connected load for the proposed building would be 3,950 kilowatts. Daily and annual load distribution curves showing the proposed project's anticipated consumption of electricity are bound herein as Appendix F.



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

K. Transportation and Circulation Systems (Public and Private):

(1) Capacity of existing systems:

- (a) Transit: BART and MUNI have confirmed the present and planned transit service on which the Transportation Impact Report is based; copies of their letters\* are available for review upon request. The Transportation Impact Report (Appendix B) suggests that the increased demand for transit service which would follow completion of both the Western Merchandise Mart Addition (now under construction) and the proposed State Fund building would be at a location where the transit system is potentially able to absorb it with, at most, some extra runs on existing routes; these extra runs would occur, if at all, at a time when other equipment was operating at full (and profitable) capacity and thus should represent little, if any, additional cost to the taxpayer. State Fund employees who now commute from outside San Francisco to the Civic Center area via Golden Gate Transit, A.C. Transit, Greyhound, Southern Pacific, BART, and Mission Street jitney would be required to make few, if any, changes in their present schedules by a move to the proposed building.
- (b) Roadways: The network of city streets offers direct access to the site for city drivers and for those who arrive by bridge and freeway as well as for truck delivery and pick-up. The Transportation Impact Report (Appendix B) shows a marginal increase in the traffic carried on the adjacent streets following completion of the proposed building together with a minor reduction in peak hour traffic levels.

\* BARTD letter DHK/ht by David H. Kelsey, Supervisor, Press Services, dated January 25, 1974 and Public Utilities Commission letter by John D. Crowley, General Manager, dated February 5, 1974.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- K. (1) (c) Pedestrian ways: Substantial sidewalk space would be available, according to the Transportation Impact Report (Appendix B), for pedestrian movement on both Market and Ninth Streets. The Market Street sidewalk is being widened and crosswalks of adequate width controlled by traffic lights with pedestrian 'walk' phases are provided at Ninth and Market Streets; the principal pedestrian movement generated by the proposed building would be concentrated in these areas. The plaza proposed for the project also permits diagonal pedestrian flow between Ninth and Market Streets.
- (d) Bicycle ways: If national trends stimulate improvements in safe bicycle ways serving the Civic Center area there may be increases, according to the Transportation Impact Report (Appendix B), in the present one percent of State Fund employees who commute by bicycle; there would, in that case, be no problem in providing safe parking for their bicycles.
- (2) Parking supply and demand: Completion of both the proposed building and the Western Merchandise Mart Addition would, according to the Transportation Impact Report (Appendix B), substantially increase the present marginal deficit in off-street parking in this area. It is anticipated that parking rates would rise and a simultaneous minor mode shift in favor of transit would occur. The parking deficiency is a problem common to all of downtown San Francisco and it is not anticipated that any practical solution will be developed within the foreseeable future.



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

L. Cultural Facilities and Aesthetics:

- (1) Historical or archaeological sites: The site, in its present condition, reveals no evidence of remains of historical or archaeological interest and there appears to be little possibility of encountering anything of historical value during excavation and construction. The possibility of archaeological finds below the limits of historic fill (7 to 9 feet below the existing surface) has been discussed on page 33 of this report; if construction of this building is undertaken, however, the specifications for excavation will require the contractor to stop construction immediately upon encountering evidence of such remains and then to proceed only under the direction of a qualified professional archeologist.
- (2) Existing or potential Historical Landmarks or Historic Districts: With the marginal exception of the San Franciscan Hotel, the architectural drawings for which offer some evidence that it may have served as a temporary City Hall after the San Francisco earthquake of 1906, there appear, according to M. Lifton and E. Michaels of the City Planning Department's Landmarks Advisory Board, to be no buildings in the immediate neighborhood which can claim the status of either existing or potential Historical Landmarks. There appears, similarly, to be no reason why the area in which the proposed building's site lies should be considered for inclusion in an Historic District.
- (3) Scenic views or vistas: The site itself, in its present condition, possesses no discernible scenic values and is not required for the completion or continuation of existing vistas.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

M. Health and Safety:

(1) Noise levels and vibrations (on-site and off-site):

- (a) During 24-month construction period: Construction of the proposed building would result in the usual construction noise and vibration of which the highest levels would probably occur during the first four months, when excavation would be proceeding; in this connection, it should be noted that pile driving is not anticipated. Expected daytime noise levels for various types of equipment which would be used on the work, measured in dBA at 100 feet from the source, range from 73 for power saws through 83 for cranes and 85 for heavy trucks. Noise from nighttime operations, if any, could not exceed the ambient noise levels by more than 5 dBA without a special permit from the City's Public Works Department. The structural frame of the proposed building would be welded rather than riveted and this would tend to keep construction noise and vibration to a minimum during that phase of the work. All construction work would be subject to and conducted in accordance with the City's Noise Abatement and Control Ordinance. Noise levels in the 70 to 75 dBA range are currently to be found during peak traffic hours both at the site and in its immediate neighborhood.
- (b) After completion of proposed building: According to the Transportation Impact Report (Appendix B), peak hour traffic levels would be reduced if the proposed building was built. Although this would result in a related reduction in overall noise levels, actual sidewalk noise levels outside the new



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- M. (1) (b) building might even increase to some extent because of the influence of the building walls. Acoustic treatment would be provided in the ground floor lobby and shopping mall to prevent a similar increase in noise levels there. Noise levels in the plaza would be markedly lower and those within the building itself would be satisfactory. There might be occasional increases in noise levels at the vehicular entrance on Ninth Street.
- (2) Construction hazards: The normal increase in hazards connected with construction operations would occur on and near the site during the 24-month construction period. These hazards are those resulting from excavation, shoring, hoisting, operation of heavy equipment, increased truck traffic, accidental breakage of utility lines, and the like.
- (3) Hazards to general health, safety, and welfare: Normal operation of the proposed building after construction is complete should result in some decrease in hazards present on and around the site in its present use as a parking lot if only because of the safer paths offered to pedestrians moving between Market and Mission Streets.
- (4) Use or disposal of potentially hazardous materials: Neither construction nor subsequent operation of the proposed building would require the use or disposal of potentially hazardous materials.





III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

N. Objectives of the City:

- (1) Comprehensive Plan of the City (Including the detailed Plans which relate to Residence, Urban Design, Transportation, Recreation and Open Space, and Conservation. Note that similar plans for Noise Control, Community Safety, Community Services, Economic Development, and Education are not yet available in complete detail.):  
The proposed project complies with most stated objectives of the City with certain exceptions:
  - (a) The design for the proposed building does not provide the residential units recommended as desirable in the Residential element of the City's Master Plan. The legal constraints which forbid State Fund to accede to this recommendation are discussed on pages 60 and 61 of this report.
  - (b) The space allotted to parking in the proposed building is in excess of that permitted by the Planning Code and State Fund has filed a Conditional Use application covering the proposed design. This deviation is discussed in detail on pages 17 and 18 of this report.
  - (c) The proposed building exceeds the Bulk Limits set forth in the City's Urban Design guidelines and State Fund has filed a Conditional Use application covering this deviation. This matter is described in detail on pages 13 and 16 of this report.
  - (d) Briefly, the City Planning Commission may approve an application for Conditional Use if: The use is necessary or desirable for and compatible with the neighborhood or community. The use will not be detrimental to the health,



III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION (Continued)

- N. (1) (d) safety, convenience or general welfare of persons living or working in the vicinity or injurious to property, improvements, or potential development in the vicinity by reason of: the nature, size and shape of the site and the size, shape and arrangement of structures; the accessibility and traffic patterns for persons and vehicles, the type and volume of such traffic, and the adequacy of off-street parking and loading; noxious or offensive noise, glare, dust, odor, and the like; the treatment of landscaping, screening, open spaces, parking, loading and service areas, lighting and signs. The use complies with the Planning Code and does not adversely affect goals of the Master Plan.
- (2) Neighborhood plans: A Civic Center Master Plan was issued by the Department of City Planning in June of 1974. This document constitutes a revision of the existing Civic Center Development Plan adopted by the City Planning Commission on April 23, 1959. The proposed building, although outside the specifically delimited Civic Center Core Area, is consistent with the new Master Plan's Objective Two which recommends, in part, that the Civic Center area function as a "governmental services and administration district". The proposed development would also provide, in its shops and cafeteria, the "restaurants.... and specialty shops.... located on the periphery of the core, along the pedestrian frontages of ... private buildings." covered in Policy 4 of the Element's Objective Three.

IV. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF PROPOSAL IS IMPLEMENTED

- A. Adverse Environmental Effects During Construction Period: Although construction of the proposed building would increase noise and vibration levels, would increase hazards to the general public, and would decrease





IV. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF PROPOSAL IS IMPLEMENTED  
(Continued)

- A. air quality, these effects would occur during the two-year construction period only and would be reduced to acceptable levels by application of the mitigation measures set forth on page 57 of this report.
- B. Decrease in Open Space: Any building built on this site would result in a decrease in open space within the City; the mitigating features presented by the design for the proposed building as against the possibilities inherent in other types of development on the site are discussed on pages 57, 58, 62, and 63 of this report.
- C. Increased Demands for Protective Services: Construction and operation of the proposed building would cause increased demands for fire and police protection. The San Francisco Fire and Police Department's written assurances that they could meet these demands are discussed on page 44 of this report.
- D. Increased Congestion and Crowding: The occupants of the proposed building would increase the daytime population of the area by about 1,500 persons. Although this would undoubtedly result in a larger number of people using the sidewalks and public transportation facilities during working hours and especially at noontime and during commuting hours, the Transportation Impact Report (Appendix B) has stated that both sidewalks and public transportation facilities are adequate to meet the expected demands. At other than rush hours, the moderate increase in the number of people using the neighborhood's relatively uncrowded sidewalks would tend to make the area a pleasanter and perhaps a safer place to walk. At lunch and coffee hours, the proposed building's public cafeteria would help to ease its new population's demands on existing restaurants. For additional details see pages 46 and 47 of this report.



IV. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF PROPOSAL IS IMPLEMENTED  
(Continued)

- E. Increased Vehicular Traffic and Increased Demand for Parking: The Transportation Impact Report (Appendix B) shows that operation of the proposed building would cause a marginal increase in the total number of vehicles using adjacent streets but a minor reduction in peak hour traffic levels; it also indicates that the present marginal deficit in off-street parking in the area would be substantially increased, this is discussed in greater detail on page 47 of this report.
- F. Increased Demands for Water, Gas, and Electricity: Although the design of the proposed building is intended to minimize these demands through the mitigation measures outlined on page 58 of this report and despite the most economical operating policies possible, these increased demands will neither be eliminated nor rendered insignificant. The Water Department's and the PG&E's assurances that these demands are within their capabilities are discussed in greater detail on page 44 of this report.
- G. Increased Demand for the Disposal of Sewage and Solid Waste: Operation and maintenance of the proposed building would generate an estimated 45,000 gallons of raw sewage per working day (30 gallons per day per occupant) plus an additional 10,000 gallons per day of cooling tower waste, during the cooling season only, as well as an undetermined quantity of compacted solid waste. Replies by the Department of Public Works and the Golden Gate Disposal Company to inquiries concerning the adequacy of their facilities are referenced on page 44 of this report.

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IV. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF PROPOSAL IS IMPLEMENTED

(Continued)

- G. (1) Sewage disposal for this area is handled at present by the North Point Water Pollution Control Plant which has not only received Cease and Desist Orders from the California Regional Water Control Quality Board, San Francisco Region (Orders 70-17, 72-90, and 73-1) but is, according to the 1974 Final EIR for Wastewater Master Plan, to be phased out rather than improved. Until this has been accomplished, however, any increased load on the facility will contribute directly to the pollution of San Francisco Bay.
- (2) Solid waste disposal sites are, at present, all on Bay fill or in areas diked off from the Bay; no alternative sites are available. At present rates, these sites will be filled in five to ten years.
- H. Decrease in Air Quality: The proposed building houses 1,500 persons, a kitchen/cafeteria, a 175-car parking garage, and is heated by gas-fired boilers and thus would unavoidably discharge contaminants to the atmosphere from its ventilation systems and from the heating boiler stacks. The exhaust from the parking garage, though hardly less than that now contributed by the site's 180-car parking lot, will be controllable and should thus result in less contamination of the air at street and sidewalk level. In fact, the combined exhausts from garage, kitchen/cafeteria, and building ventilation systems should not result in any significantly greater adverse environmental effects than now caused by the existing use of the property; because of the physical control which would be exercised over these exhausts, air quality at ground level should be considerably improved. The only material adverse effect of the proposed development upon the environment would be the exhaust, at roof level, from the gas-fired boilers. The Bay Area Air Pollution

# THE HISTORY OF THE CITY OF BOSTON

FROM THE FIRST SETTLEMENT  
TO THE PRESENT TIME

BY  
JOSEPH NEALE

VOLUME I

BOSTON  
PUBLISHED BY  
JOSEPH NEALE  
1845

IV. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF PROPOSAL IS IMPLEMENTED  
(Continued)

H. Control District (BAAPCD) has stated, in writing\*, that since gas consumption for the proposed building would exceed the exemption (10 million BTU's per hour) listed in BAAPCD Regulation No.2, Division 13, Section 1316(A)3 a BAAPCD permit for the equipment would be required; application for such a permit has been initiated. Possible alternative methods of heating the proposed building are discussed on page 60 of this report.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE IMPACT

A. Increased Noise and Vibration Levels During Construction: Mitigation measures would include the use of a welded rather than a riveted steel frame, the elimination of pile driving, conformance by the building contractor and his forces to San Francisco's Noise Abatement and Control Ordinance (No. 274-72), elimination or segregation of noisy equipment, and the provision of effective mufflers and enclosures, all as regulated by the aforesaid Noise Control Ordinance. The subject of construction noise and vibration is also discussed on page 49 of this report.

B. Increased Hazards to Safety of General Public During Construction: Measures intended to minimize such hazards as those associated with excavation, shoring, hoisting, operation of heavy equipment, increased truck traffic, accidental breakage of utility lines, and the like would include construction fencing, properly organized traffic control, a thorough safety program, and strict adherence by the building

\* Bay Area Air Pollution Control District letter from D.J. Callaghan, Air Pollution Control Officer by J. Talbot, Permit Services Section dated January 31, 1974.

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DEPARTMENT OF CHEMISTRY  
1155 EAST 58TH STREET  
CHICAGO, ILLINOIS 60637

RECEIVED  
JAN 10 1964  
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DR. J. H. GOLDSTEIN  
SUBJECT  
POLYMERIZATION OF VINYL MONOMERS  
IN AQUEOUS SOLUTION

TO  
DR. J. H. GOLDSTEIN  
1155 EAST 58TH STREET  
CHICAGO, ILLINOIS 60637  
FROM  
DR. J. H. GOLDSTEIN  
SUBJECT  
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IN AQUEOUS SOLUTION



V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE IMPACT (Continued)

- B. contractor and all his forces, equipment, and operations to all applicable CAL-OSHA requirements and specifically to the General Safety Orders of the State of California, Department of Industrial Relations, Division of Industrial Safety and to their General Industry Safety Orders, Construction Safety Orders, Elevator Safety Orders, Window Cleaning Safety Orders, and others as applicable as well as to all other pertinent rules, regulations, ordinances, and orders, whether Federal, State, or City.
- C. Disruption of Local Traffic Patterns and Blocking of Streets  
During Construction: Limited coverage of the site by the proposed building, as well as the fact that State Fund still owns and will permit the use by the building contractor of the empty lot on Ninth Street adjacent to the site, may permit on-site staging and storage areas during construction and thus minimize the disruption of traffic often unavoidable in construction operations on this scale.
- D. Decrease in Air Quality During Construction: Air-borne dust resulting from construction operations would be abated by oiling or wetting haul roads, by restricting construction-associated traffic to those roads, by wetting dusty areas during excavating and grading operations as well as during windy weather, by wetting or covering dusty materials loaded on trucks, and by keeping City streets and sidewalks free of dust, mud, load spillages, rubbish, and debris resulting from construction equipment and operations. It should be noted that the soils at the foundation level are well below the water table and are thus likely to be moist and naturally resistant to the formation of dust.
- E. Decrease in Open Space Within the City: The open space now provided by the site is used for parking only. If the proposed building were built, it would cover only about 55 percent of the area of the site;



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AND ARCHITECTURE

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AND ARCHITECTURE

V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE IMPACT (Continued)

- E. all of the remaining area, except for the small vehicular entrance and truck dock on the Ninth Street side of the building, will be specifically designed and developed for human use by the general public.
- F. Fire Hazards: The building would be a Type I building conforming to all City, State, and Federal requirements.
- G. Energy Consumption (Expenditure of Non-Renewable Sources): The proposed building would be well insulated and its windows would be restricted in area with the specific intent of minimizing the expenditure of energy required for heating and cooling. Consideration would be given to the possibility of using the heat energy emitted by light fixtures as a secondary source of heat for the building. Lighting levels would be established at values appropriate to tasks to be performed in various areas rather than at maximum levels throughout. Additional lighting controls would be provided as required to permit more flexible use of the lighting system; it would be possible, for example, to avoid using lights near the windows while, at the same time, making use of artificial lighting in portions of the same space located farther from the windows.
- H. Delays to Traffic on Ninth Street: Delays occasioned by the reversing of large trucks into the proposed building's loading dock would be minimized by the creation of a red curb zone on Ninth Street between the proposed basement access and the bus zone at Market Street. Creation of this zone would require the authorization of the Traffic Engineering Division of the City's Department of Public Works and Mr. Dick Evans of that body, when consulted by De Leuw, Cather and Company, the authors of the Transportation Impact Report, has indicated that such authorization would be feasible. The red curb zone would

# THE HISTORY OF THE UNITED STATES

The history of the United States is a story of growth and change. From the first settlers to the present day, the nation has evolved through various stages of development. The early years were marked by exploration and the establishment of colonies. The American Revolution led to the birth of a new nation, and the subsequent years saw the expansion of territory and the growth of industry. The Civil War was a pivotal moment in the nation's history, leading to the abolition of slavery and the strengthening of the federal government. The 20th century brought significant changes, including the rise of the United States as a world power and the civil rights movement. Today, the United States continues to face challenges and opportunities, and its history remains a source of inspiration and guidance.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE IMPACT (Continued)

- H. facilitate the maneuvering of trucks 40 feet or more in length of which, according to the Transportation Impact Report (Appendix B), fewer than four a day could be expected to use the dock. If other use of the dock should prove unduly to interfere with normal traffic, such use could be restricted to oversize vehicles or large loads and to other than peak traffic hours; other deliveries could be made using smaller vehicles without maneuvering problems or even, in the case of very small trucks, made directly to basement parking levels.

VI. ALTERNATIVES TO THE PROPOSED PROJECT

- A. Feasible Alternatives Rejected in Favor of Proposed Project: The basic objectives of the project could certainly be attained if State Fund's new headquarters building were built in some other location either within the Civic Center area or elsewhere in the Bay Area. State Fund feels, however, that they belong in the Civic Center area near their present location and close to other governmental agencies. The specific site was chosen because it was available, was undeveloped, presented no particularly difficult problems in connection with design or construction, and was amply serviced by public transportation from all directions.
- B. Alternatives Capable of Reducing Adverse Environmental Effects: The adverse environmental effects of this project are all consequences of building a building of this size in a downtown location and the only alternatives which would substantially reduce or eliminate these effects would be to build a smaller building or to build no building at all.
- (1) The size of the proposed building is predicated specifically and realistically upon the ultimate expected size of State Fund's staff; a smaller building built at this time would probably eventually have to be enlarged. This course of action would obviously be economically, functionally, and aesthetically undesirable, would

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VI. ALTERNATIVES TO THE PROPOSED PROJECT (Continued)

- B. (1) result in two or more construction periods with all of their environmental consequences rather than one, but would postpone the full impact of the environmental effects associated with the complete project as actually proposed.
- (2) Certain alternative heating arrangements could substantially reduce the project's only materially adverse effect upon the local environment by eliminating the gas-fired boilers and thus eliminating their exhaust to the atmosphere. Heating could then be accomplished electrically or by extending steam distribution facilities to the site. Either of these alternatives would be expensive, too expensive for serious consideration by State Fund, and either would shift the point of environmental impact from the building site to the point of generation of the electricity or the steam. In addition, current methods of generation of electricity result in the expenditure of between two and three times the amount of fuel which would be required to produce the same amount of direct heat. Fuel would certainly be used more efficiently in a central steam plant but, again, there are inevitable transmission and other losses which make this method somewhat less efficient in the use of fuel than direct heating at the building site.
- (3) The Residential element of the City's Comprehensive Plan recommends, in a fairly general manner, that residential development be included, when possible, as an integral part of such projects as State Fund's proposed office building. The Fund, however, is forbidden by the terms of the legislation by which it was established to build income-producing property of this nature. Construction of the ground floor commercial space which satisfies certain



VI. ALTERNATIVES TO THE PROPOSED PROJECT (Continued)

- B. (3) recommendations of the Urban Design element of the City's Comprehensive Plan would, however, be permitted under one of the only exceptions to this rule. These exceptions permit the construction of rentable space which will eventually be needed to satisfy the planned expansion of State Fund's offices (the proposed building's excess office space also falls into this category) as well as service facilities (such as the kitchen/cafeteria) needed for the welfare of State Fund's personnel.
- C. Alternatives Which Would Eliminate Conditional Uses: The proposed building, as designed, incorporates parking space in excess of that permitted by the City Planning Code and exceeds the Bulk Limits established by that Code. State Fund has filed Conditional Use applications covering each of these conditions. The specific deviations are discussed in greater detail on pages 13, 16, 17, and 18 of this report.
- (1) The Conditional Use involving excess parking space could be eliminated by reassigning to some other use 20,450 square feet of the 47,250 square feet of floor space currently assigned to parking. If that were done, it might be felt desirable to eliminate the lowest of the three basement levels but that would not be required. The parking area then remaining could then be redesigned, possibly using attendant parking, to house the maximum number of cars possible.
- (2) The Conditional Use involving deviation from the Bulk Limits could only be eliminated by extensive redesign of the building and there are so many variables involved that it is unwise to attempt to predict the possible result.

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VI. ALTERNATIVES TO THE PROPOSED PROJECT (Continued)

D. Specific Alternative of "No Project": If the proposed project were abandoned, all of its environmental effects would be eliminated and the present use would continue, at least until State Fund was able to find a buyer for the property and it was developed by the new owner for some other purpose.

- (1) If present use continued indefinitely, all of its environmental effects would also continue. Those involving parking and vehicular traffic, pedestrian safety and comfort, plant and animal life, the visual definition of the corner of Market and Ninth Streets, and the maintenance of an urban environment consistent with the City's objectives for the Civic Center area all present disadvantages when compared with the comparable parallel effects associated with the proposed project. Adverse effects associated with the proposed project are discussed in detail on pages 52 through 56 of this report.
- (2) If site were eventually used for building it is likely that the pressure for space would have increased, that the building would be larger than that presently proposed, and that all of the consequent adverse environmental effects would be greater. The maximum size building permitted under the Code, considering only that part of the building which appears above grade, would be a rectangular block 100 feet high plus a four foot parapet rising straight from the property lines on three sides and from the edge of the 20 foot wide light, air, ingress, and egress easement on the side toward the San Franciscan Hotel; this block would be surmounted by a tower with a maximum length not exceeding 170 feet and a diagonal dimension of not more than 200 feet which would rise to a height of 240 feet above grade plus four foot parapets and 16 foot penthouses. A conservative estimate of the maximum





VI. ALTERNATIVES TO THE PROPOSED PROJECT (Continued)

D. (2) size permitted, considering floor area alone, is about 730,000 square feet and it is impossible, without extensive study, to say what approximate shape such a building might take because of the many variables involved in attempts to take maximum advantage of the various floor area bonuses offered under the Code.

E. Permanent Open Space: This use would result in fewer undesirable environmental effects and even actual improvements in the environment without corresponding undesirable effects.

VII. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

A. Adverse Cumulative and Long-Term Environmental Effects:

(1) Pollution, congestion, demands for services: Small, but continuing, additions would be made by the proposed project to the problems of air pollution, sewage and solid waste disposal, and traffic congestion. Similarly small, but ongoing, increases would be effected in the demands for police and fire protection, utilities, public transit, and parking. All of these effects are more fully described on pages 52 through 56 of this report. These additions and increased demands, when added to those of other proposed developments in the area, would have a slight adverse effect on the environment. Whether or not this effect or certain of its elements would be cumulative and would operate adversely over the long term would depend upon how the combined increases in revenue to utility companies and public agencies, which would result from the proposed projects, are used to improve existing and future systems and to reduce pollution.



VII. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY (Continued)

- A. (2) The expenditure of non-renewable materials and energy sources (such as fossil fuels) which would be involved in the construction, operation, and maintenance of the proposed building is discussed on page 65 of this report.
- B. Effects Narrowing Beneficial Uses or Posing Long-Term Risks to Health or Safety:
- (1) Elimination of other uses of site: The fact that the proposed building and its associated site development is considered a long-term investment would have the effect of eliminating other uses of the site.
- (2) Long-term risks to public health and safety would result from the project's continuing contributions, both direct and indirect, to the problems of air pollution, sewage and solid waste disposal, congestion of both vehicle and pedestrian traffic. These risks, however, would be minimal and could even be eliminated or at least substantially mitigated by the eventual improvement of the systems and services affected.
- C. Proposed Project Versus Possible Future Alternatives: Building the proposed project now rather than holding the land for alternative action would represent a calculated risk to the City since it is not inconceivable that another project proposed for this site sometime in the future would offer land uses more favorable to the City's interests. However, it is also more than possible that every future project or series of projects that might be proposed for this site would offer fewer advantages to the public than the present State Fund proposal. This latter and more pessimistic view of future possibilities is based upon the fact that the building now proposed covers only about 50 percent of the land area and contains only about 55 percent of the maximum





VII. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY (Continued)

- C. allowable gross building area which would be permitted under the Code; rising land values, among other factors, would tend to force future developers to take every advantage offered by the Code. The plaza, with its planting, the diagonal route between Market and Ninth Streets, and the kitchen/cafeteria, all oriented toward public use, are further advantages to the public to be found in the present proposal which might not be available in future proposals by other developers.

VIII. ANY IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

- A. Use of Non-Renewable Resources: Construction of the proposed project would expend non-renewable materials and energy sources. Subsequent operation of the building would continue to expend non-renewable energy sources. The total amount of each material and resource expended in connection with the construction and operation of the proposed building would be, by itself, a very small part of total amount of that material and resource still available. Such depletion of material and energy sources can be expected to continue until suitable alternatives are developed; efforts toward the development of such alternatives are currently being made but offer, as yet, only minor successes.
- B. Environmental Accidents: There appears to be no possibility of any environmental accident associated with the project which could result in irreversible changes to the environment.

IX. THE GROWTH-INDUCING IMPACT OF THE PROPOSED ACTION

- A. Effect on Population Growth and Intensification of Development:

- (1) State Fund's offices are already located in the Civic Center area and it is anticipated that most other agencies or firms renting



IX. THE GROWTH-INDUCING IMPACT OF THE PROPOSED ACTION (Continued)

- A. (1) space in the proposed building would be moving from various locations in San Francisco. This would release older office space for new tenants or for demolition; but, since it would be scattered throughout the City, there would be little noticeable impact.
- (2) Of State Fund's present employees, 46 percent live outside San Francisco (20 percent on the Peninsula, 14 percent in Marin County, and 12 percent in the East Bay). New personnel are recruited through the State Personnel Board offices in San Francisco and Sacramento using State Civil Service procedures.
- (3) State Fund's present staff, who would be the first occupants of the proposed building, currently serve the existing Bay Area population. The proposed building would provide for expansion of that staff as needed to serve an expanding population and would be expected to serve State Fund's needs for office space in the Bay Area at least through 1996. Because of the nature of their business, however, the presence or absence of State Fund's offices in San Francisco could not be expected either to promote or inhibit intensification of development or population growth except as this might apply, in a limited way, to their own staff and those who serve them directly.
- B. Encouragement of Other Environment-Affecting Activities: The State Compensation Insurance Fund, an agency of the State of California, is required by law (Insurance Code 11773 et seq) to serve the population as it exists, both now and in the future. Although the proposed project provides for expansion of State Fund's home office in San Francisco, this expansion is intended merely to keep pace with rising population levels and is based on population projections



IX. THE GROWTH-INDUCING IMPACT OF THE PROPOSED ACTION (Continued)

- B. developed by State Fund's executive staff; it is not intended in any way to encourage the present or future growth or intensification of development of any other facilities or services.

X. EIR AUTHORS AND CONSULTANTS

A. Persons, Firms, and Agencies Who Prepared or Contributed Materials for the EIR:

(1) Author of Environmental Impact Report

Department of City Planning  
100 Larkin Street  
San Francisco, California 94102 415/558-3056

Contact: Dr. Selina Bendix, Environmental Review Office

(2) Architects and Planning Consultants  
Technical Background - Draft Environmental Impact Report .

John Carl Warnecke and Associates  
Architects and Planning Consultants  
61 New Montgomery Street  
San Francisco, California 94105 415/397-4200

Contact: Mr. Donald Schaefer

(3) Structural Engineers

Nishkian, Hammill and Associates  
Structural Engineers  
One Holland Court  
San Francisco, California 94103 415/781-1215

Contact: Mr. William Taylor (C-7403)



THE UNIVERSITY OF CHICAGO  
DEPARTMENT OF CHEMISTRY

1. The first part of the experiment is to determine the concentration of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm.

2. The second part of the experiment is to determine the molar absorptivity of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm for a series of known concentrations.

3. The third part of the experiment is to determine the concentration of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm.

4. The fourth part of the experiment is to determine the molar absorptivity of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm for a series of known concentrations.

5. The fifth part of the experiment is to determine the concentration of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm.

6. The sixth part of the experiment is to determine the molar absorptivity of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm for a series of known concentrations.

7. The seventh part of the experiment is to determine the concentration of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm.

8. The eighth part of the experiment is to determine the molar absorptivity of the solution. This is done by measuring the absorbance of the solution at a wavelength of 440 nm for a series of known concentrations.

X. EIR AUTHORS AND CONSULTANTS (Continued)

A. (4) Mechanical and Electrical Engineers (Appendices E and F)

Bentley Engineers  
Mechanical and Electrical Engineers  
49 Fremont Street  
San Francisco, California 94105 415/495-7400

Contact: Mr. Kevin F. Dowling (16353)

(5) Landscape Architects

Michael Painter and Associates  
Landscape Architects  
562 Mission Street  
San Francisco, California 94105 415/397-7595

Contact: Mr. Michael Painter

(6) Soil and Foundation Investigation (Appendix A)

Lee and Praszker  
Soil Engineers  
147 Natoma Street  
San Francisco, California 94105 415/392-4866

Contact: Mr. Michael Praszker (10641)

(7) Transportation Impact Report (Appendix B)

De Leuw, Cather and Company  
Traffic Engineers  
120 Howard Street  
San Francisco, California 94105 415/495-6060

Contact: Mr. Gerald Fox

(8) Land Survey

Orville L. Lenoue  
Land Surveyor  
58 Sutter Street  
San Francisco, California 94108 415/392-3215

Contact: Mr. Orville L. LeNoue (LS-3783)



X. EIR AUTHORS AND CONSULTANTS (Continued)

A. (9) Archaeological Reconnaissance (Appendix G)

Archeological Consulting and Research Services  
20 Evergreen Street  
Mill Valley, California 94941 415/388-3175

Contact: Mr. Stephen Dietz

(10) Wind Tunnel Study and Comfort Analysis (Appendix C)

Environmental Impact Planning Corporation  
319 Eleventh Street  
San Francisco, California 94103 415/626-9034

Contact: Dr. Edward A. Arens

(11) Sun - Shadow Study (Appendix D)

Heliolux  
1000 Sansome Street  
San Francisco, California 415/362-8479

Contact: Mr. E. Clifford Potter





X. EIR AUTHORS AND CONSULTANTS (Continued)

B. Federal, State or Local Government Agencies, or Other Organizations  
and Private Individuals Consulted in Preparing the EIR:

(1) Owner of Proposed Building

The State Compensation Insurance Fund  
(An Agency of the State of California)

State Compensation Insurance Fund  
525 Golden Gate Avenue  
San Francisco, California 94101 415/861-1022

Contact: Mr. B. I. Freedman, Vice President

(2) San Francisco Department of Public Works

(a) Building Inspection and Plan Review

Contact: Mr. Alex Corenevsky 415/558-5281

(b) Traffic Engineering

Contact: Mr. Dick Evans 415/558-3371

(c) Sanitary Engineering

Contact: Mr. Harold Coffee  
Mr. Tod Cockburn  
Mr. N. Lee 415/558-2131

(d) Department of Electricity

Contact: Mr. Burton H. Dougherty 415/558-4485



X. EIR AUTHORS AND CONSULTANTS (Continued)

B. (3) San Francisco Fire Department

260 Golden Gate Avenue  
San Francisco, California 415/553-1551

Contact: Chief Emmet D. Condon  
Chief Rene Gautier

(4) Public Utilities Commission

(a) San Francisco Municipal Railway (MUNI)  
City and County of San Francisco  
287 City Hall  
San Francisco, California 415/558-4986

Contact: Mr. John Crowley

(b) Water Division 415/558-4503

Contact: Mr. John Kenck

(5) San Francisco Police Department

850 Bryant Street  
San Francisco, California 415/553-1551

Contact: Officer Robert Bernardini

(6) Bay Area Rapid Transit District (BART)

800 Madison Street  
Oakland, California 94607 415/465-4100

Contact: Mr. David H. Kelsey

(7) Bay Area Air Pollution Control District

939 Ellis Street  
San Francisco, California 415/771-6000

Contact: Mr. D.J. Callaghan



X. EIR AUTHORS AND CONSULTANTS (Continued)

B. (8) Pacific Gas & Electric Company

245 Market Street  
San Francisco, California 415/781-4211

Contact: Mr. R.N. Podesta

(9) Pacific Telephone and Telegraph Company

140 New Montgomery Street  
San Francisco, California 415/863-0777  
415/626-6829

Contact: Mr. Paul Downey  
Mr. J.W. Bain

(10) Golden Gate Disposal Company

2550 Mason Street  
San Francisco, California 415/626-4000

Contact: Mr. Leo Conti







